

## Review of Existing Plans and Policies

January 5, 2012

This document provides a review of city, county, and regional level plans; and City of Wichita policies and regulations that address bicycling both on-street and off-street. The purpose of this review is to establish a baseline for bicycle improvements in Wichita. The previous planning efforts represent years of thoughtful work and public involvement that goes back more than 40 years, and provide an important starting point for the City of Wichita Bicycle Master Plan (Plan). Although Wichita has a rich history of bicycle planning, in order to ensure that the information reviewed is the most relevant - only those plans developed after 1995 are reviewed in this report.

Each planning document recognizes the importance of bicycling and walking as part of balanced multimodal transportation system. And while pathways and trails have been a major emphasis of bicycle network development in the past, numerous policies and strategies have been identified for developing a denser network of bicycle facilities that includes on-street facilities such as bike lanes, paved shoulders, and shared lane markings. In fact, the city to date has installed nine miles of bike lanes and regional plans have identified 220 miles of additional bicycle facilities. In addition, the city's municipal code contains provisions on bicycling in the city. Reviewed plans and policies are presented below – plans are presented in chronological order beginning with the most recent.

### Plans

#### **WAMPO Safety Plan (scheduled for adoption by the WAMPO December 2012)**

The Wichita Area Metropolitan Planning Organization (WAMPO) Safety Plan identifies the region's key safety needs and helps guide investments decisions to achieve a reduction in crashes, injuries, and fatalities on the region's transportation network. This plan identifies motorcyclist, pedestrians, and cyclists as vulnerable road users and recommends both long-term and short-term strategies to increase their safety. The strategies related to bicycling are listed below.

#### Short-Term Strategies

- Create a regional pedestrian and bicycle advisory group
- Incorporate a regional pedestrian plan in the WAMPO Regional Pathways System Plan (RPSP)
- Promote Safe Routes to School programs, strategies, and walk or bike to school events
- Prioritize construction of regional missing links that have been identified in the WAMPO RPSP

#### Long-Term Strategies

- Promote or provide a regional bicycle liaison officer
- Create a coordinated public information and education campaign on targeted safety needs.
- Create a program to identify and remediate hazardous/substandard pedestrian and bicycle road crossings

### **WAMPO Metropolitan Transportation Plan 2035 (2010)**

The WAMPO Metropolitan Transportation Plan (MTP) 2035 is the blueprint for all regionally significant transportation projects and activities through 2035. It is a 25 year strategic plan for maintaining and improving mobility within and through the region. The MTP 2035 is very important for the region because it allows local jurisdictions access to federal transportation funds. The MTP identifies projects and programs to meet the future needs of the region. It is fiscally constrained by the amount of funding available, including both local and federal funding. The MTP does not guarantee federal funds for projects. In addition, the MTP also provides recommendations and strategies to achieve a safe, efficient, accessible, and affordable transportation system. The MTP 2035 Vision is to have a multimodal transportation system in 2035 that is safe, efficient, accessible, and affordable, and the plan is organized around these four goals:

Goal: Safe – Achieve a transportation system that enhances safety and public welfare.

Goal: Efficient – Achieve a transportation system that optimizes investments in time, energy, and financial resources.

Goal: Accessible – Achieve optimal intermodal accessibility, mobility, and connectivity throughout the region.

Goal: Affordable – Achieve a transportation system that is affordable and equitable for all users.

In addition to these goals, 11 objectives are identified in the Plan. A number of these objectives support, and are supported by, the development of the Wichita Bicycle Master Plan, including those listed below.

- Increase the miles of off-road multiuse paths, on-street bicycle lanes and paved shoulders and sidewalks
- Increase the percentage of population that uses alternative modes of transportation.
- Increase the affordability of the transportation system for all users
- Reduce Vehicle miles traveled
- Increase multimodal options and access
- Decrease the number of transportation related injuries, fatalities, and wrecks
- Make transportation improvements that support economic development

The MTP 2035 Plan also provides high level recommendations for accommodating and promoting bicycling based on the 5 E's: Education, Enforcement, Encouragement, Engineering, and Evaluation. Many of these recommendations are more specifically addressed in the Wichita Bicycle Master Plan.

### **Project Downtown: Downtown Master Plan (2010)**

The City of Wichita Downtown Master Plan guides development, the provision of infrastructure, and the provision of municipal services within downtown. Among its recommendations and actions are investing in, and integrating multimodal transportation systems (e.g. transit, bicycling, and walking) within, and connecting to, the downtown area. Specifically, it calls for making downtown bikeable with defined streets/lanes linked to regional networks, and incorporating bike parking and convenient walking access

to destinations and transit. The plan proposes a near- and long-term street hierarchy that includes a network of “Bicycle Balanced Streets” with either bicycle lanes or shared lane markings.

#### **Wichita Parks, Recreation, and Open Space (PROS) Plan (2008)**

The Wichita Parks, Recreation, and Open Space Plan is a guide for the provision of parks, open spaces, recreation, and paths/trails by the City of Wichita. It incorporates citywide pathway alignments identified as priorities by either the WAMPO pathways plan or by the city. It calls for coordination between departments and agencies to promote the provision of sidewalks, multi-purpose pathways, curb cuts, and crosswalks to accommodate pedestrians and cyclists and to increase access to park resources. The plan also contains design guidelines for various park facilities, including linear parks/pathways. These guidelines focus more on trail amenities rather than physical design of the trail facility itself.

#### **WAMPO Safe Routes to School Plan (2008)**

Funded by KDOT through its Safe Routes to Schools program, this Action Plan, which was developed by the WAMPO Pedestrian Safety Task Force (serving as the Steering Committee), identifies issues that impact student travel behavior and suggests projects to address those issues and provide safe routes to schools. Among the strategies this plan identifies are education of children on safe pedestrian and bicycling behaviors, encouraging parents to allow children to walk or bicycle to school, and providing a safe environment for walking and biking through infrastructural improvements and enforcement projects.

#### **Wichita Area Metropolitan Planning Organization Regional Pathway System Plan (2007, updated in 2011)**

The WAMPO Regional Pathway System Plan establishes a backbone system to connect existing and future bicycle/pedestrian facilities throughout the metropolitan planning area. The plan was developed as a cooperative effort that included extensive participation by various stakeholders including the Wichita Area Metropolitan Planning Organization (WAMPO), federal, state and transit agency representatives, pathway users, and local jurisdictions throughout the region. The main purpose of the Plan is to provide a framework for identifying locations where major pathway improvements are appropriate and should be prioritized for implementation by one or more jurisdictions. Among the plan’s recommendations is developing a fine-grained bicycling network, which includes multi-use paths, on-street bicycle lanes, paved shoulders, etc. The plan acknowledges that focusing on one facility, i.e. trails, as a region-wide solution won’t work in terms of providing people with travel options between various origins and destinations.

#### **Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)**

The Wichita-Sedgwick County Comprehensive Plan serves as the overall guide for the City of Wichita and Sedgwick County. It is important for the proposed Wichita Bicycle Master Plan in many ways, especially because it identifies the 2030 Urban Growth Area for the City of Wichita. Among of the plan’s objectives is to promote pedestrian/bicycle-oriented improvements to create alternative transportation networks to major destination points in the city and county. The strategies for doing this include:

- Implement the Park and Open Space Master Plan as an element of the Comprehensive Plan and future CIP documents.
- Increase the convenience of pedestrian/bicycle access to and within commercial, employment, educational, and recreational areas.
- Whenever possible, separate pedestrian/bicycle trails from motorized traffic through the use of landscape buffering and grade-separated crossings when practical.
- Monitor road improvements listed in the CIP to include paved shoulders and/or wider curb lanes to accommodate bicycling.
- Implement a procedure to ensure that non-motorized transportation opportunities are evaluated during the planning phase for major traffic corridors.
- Connect adjacent subdivisions with walkways to enhance pedestrian/bicycle coordination.

In addition, the Transportation Plan Update outlines transportation improvements based on 2030 population and employment assumptions. While the improvements are primarily focused on meeting projected motor vehicle demand, they represent opportunities for making improvements to the bicycle network. The recommended improvements include new or improved bridge crossings over the Wichita-Valley Center Floodway, railroad grade separations, arterial street widening, and new arterial streets in the urban service area.

#### **Visioneering Wichita (2004)**

The Visioneering Wichita document plan reflects the common vision of the Wichita metropolitan statistical area (Wichita MSA). The Visioneering plan recommends the identification and establishment of neighborhood centers with bikeway and sidewalk connections.

#### **Sedgwick County Parks and Pathways Plan (1996)**

The Sedgwick County Parks and Pathways Plan is the currently adopted guide for the development of bicycle facilities within unincorporated Sedgwick County. This plan was adopted as a joint City of Wichita and Sedgwick County plan. However, the City replaced this plan with the 2008 Wichita PROS Plan. The plan still has relevance in terms of its recommended goal to “Establish a network of Linear Parks and Recreation Corridors to Improve Proximity and Accessibility to Parks and to Activity Centers”. Among the strategies it outlines are obtaining public access easements and use river corridors, drainage ways, existing and abandoned utility and railroad rights-of-way, where feasible, for hiking, bicycling, trail riding etc., and acquiring through purchase agreements or voluntary donations, additional right-of-way for developing bicycle facilities along rural arterial recreation corridors and other roads identified in the Future System Map.

### **Policies/Regulations**

#### **City of Wichita Municipal Code**

Chapter 11.48 of the City of Wichita’s Municipal Code contains provisions for bicycles, including definitions; equipment; traffic regulations; riding on roadways and bicycle paths; bicycles on sidewalks; bicycle parking; and penalties for violations. Section 11.48.100 provides that every person riding a bicycle upon a street, highway, or roadway shall be granted all of the rights and shall be subject to all of

the duties applicable to the driver of a vehicle by this Code except those that cannot apply to cyclists or that are exempted by special ordinance. Section 11.48.120 describes how a person operating a bicycle should ride on the roadway and bicycle paths. Subsection (d) states that wherever a usable path for bicycles has been provided adjacent to a street, highway, or roadway; bicycle riders shall use such path and shall not use the street, highway, or roadway. This provision has implications that may be in conflict with this Plan and the development of a comprehensive bicycle network that provides convenience, safety, and connectedness to its users; and therefore, may need to be revisited.

#### **Unified Zoning Code, Wichita-Sedgwick County (2009)**

The stated purpose of the Unified Zoning Code is to preserve and improve the public health, safety, and general welfare; and to implement the Comprehensive plan of the City of Wichita and Sedgwick County. While the Comprehensive Plan as updated in 2005 includes provisions for promoting bicycling (previously enumerated), the Unified Zoning Code is silent on the topic of bicycling. There are, however, provisions for not allowing development to obstruct or impede pedestrian circulation.

#### **Subdivision Regulations (2009)**

The Subdivision Regulations (Regulations) provide uniform rules and procedures for the division and improvement of real property. Purposes relevant to this Plan include reduction of vehicular congestion, the provision of recreational facilities, and facilities and improvements deemed appropriate. While the Regulations address sidewalks and pedestrian access easements to schools and parks, there are no specific references to bicyclists or bicycling.

#### **Summary of Goals and Objectives from Previous Plans and Regulations**

The following is a summary of the goals and objectives from existing plans. No attempt is made to differentiate goals versus objectives since there is a lack of consistency with regard to use of these terms in previous plans. Additionally, although some goals and objectives read more like implementation strategies, they are included here if they appear in past plans. Finally, only those goals and objectives directly germane to the development of this Plan are included.

<b>Goal/Objective</b>	<b>Source</b>
Achieve a transportation system that enhances safety and public welfare	WAMPO Metropolitan Transportation Plan 2035
Achieve a transportation system that optimizes investments in time, energy, and financial resources	WAMPO Metropolitan Transportation Plan 2035
Achieve optimal intermodal accessibility, mobility, and connectivity throughout the region	WAMPO Metropolitan Transportation Plan 2035
Achieve a transportation system that is affordable and equitable for all users	WAMPO Metropolitan Transportation Plan 2035
Increase the miles of off road multiuse paths, on-street bicycle lanes, and paved shoulders and sidewalks	WAMPO Metropolitan Transportation Plan 2035
Increase the percentage of population that uses alternative modes of transportation	WAMPO Metropolitan Transportation Plan 2035
Increase the affordability of the transportation system for all users	WAMPO Metropolitan Transportation Plan 2035
Invest in, and integrate multimodal transportation systems (e.g. transit, bicycling, and walking) within, and connecting to, the downtown area	Project Downtown Master Plan (2010)

Make downtown bikeable with defined streets/lanes linked to regional networks, and incorporating bike parking and convenient walking access to destinations and transit	Project Downtown Master Plan (2010)
In the downtown area, create a hierarchy that includes a network of “Bicycle Balanced Streets” with either bicycle lanes or shared lane markings	Project Downtown Master Plan (2010)
Departments and agencies should coordinate their efforts to promote the provision of sidewalks, multi-purpose pathways, curb cuts, and crosswalks to accommodate pedestrians and cyclists to increase access to park resources	Wichita Parks, Recreation, and Open Space Plan (2008)
Educate children on safe pedestrian and bicycling behaviors	WAMPO Safe Routes to School Plan (2008)
Encourage parents to allow children to walk or bicycle to school	WAMPO Safe Routes to School Plan (2008)
Provide a safe environment for walking and biking through infrastructural improvements and enforcement projects.	WAMPO Safe Routes to School Plan (2008)
Develop an interconnected, fine-grained bicycling network, which includes multi-use paths, on-street bicycle lanes, and paved shoulders	Wichita Area MPO Regional Pathway System Plan (2007)
Promote pedestrian/bicycle-oriented improvements to create alternative transportation networks to major destination points in the city and county	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Increase the convenience of pedestrian/bicycle access to and within commercial and employment areas.	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Whenever possible, separate pedestrian/bicycle trails from motorized traffic through the use of landscape buffering and grade-separated crossings when practical.	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Monitor road improvements listed in the CIP to include paved shoulders and/or wider curb lanes to accommodate bicycling.	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Implement a procedure to ensure that non-motorized transportation opportunities are evaluated during the planning phase for major traffic corridors.	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Connect adjacent subdivisions with walkways to enhance improvements	Wichita-Sedgwick County Comprehensive Plan (1993, Updated in 1999, 2005)
Establish a network of Linear Parks and Recreation Corridors to Improve Proximity and Accessibility to Parks and to Activity Centers	Sedgwick County Parks and Pathways Plan (1996)
Obtain public access easements and use river corridors, drainage ways, existing and abandoned utility and railroad rights-of-way, where feasible, for hiking, bicycling, trail riding etc.	Sedgwick County Parks and Pathways Plan (1996)
Acquire, through purchase agreements or voluntary donations, additional right-of-way for developing bicycle facilities along rural arterial recreation corridors and other roads identified in the Future System Map	Sedgwick County Parks and Pathways Plan (1996)
Reduction of vehicular congestion	Subdivision Regulations (2009)
Provision of recreational facilities and other facilities deemed appropriate	Subdivision Regulations (2009)
Identify and establish neighborhood centers with bikeway and sidewalk connections.	Visioneering Wichita (2004)



## Summary Analysis of Existing Plans and Policies

### Observations

- For more than twenty years, Wichita and Wichita area planning documents have consistently advocated and called for actions to promote bicycling and bicycle safety.
- Collectively, the goals and objectives in adopted plans are comprehensive and inclusive. Noteworthy goals and objectives include network connectivity, bicycle access and safety, social equity, recommendations for on and off-road facilities, recognition that education, enforcement and encouragement are important, policies that promote bicycling in the downtown area, and a commitment to the health, safety and general welfare of the community.
- Plans for a regional pathway system have a positive history of being updated and implemented.
- Plans calling for on-street bicycle facilities have lacked specificity and have not generally been implemented
- Missing is the inclusion of bicycle provisions in the Unified Zoning Code and Subdivision Regulations
- Missing is a well articulated and thought-out strategy to install on-street bicycle facilities and implement programs that promote bicycle safety and use. Also missing are criteria for prioritizing bicycle projects and programs, performance measures for measuring progress, institutional structures to assure accountability, and strategies for involving the public.

### Recommendations (Actions)

- The goals and objectives from previous plans should be reviewed for possible incorporation into this Plan wherever appropriate. They represent years of thoughtful work and public involvement.
- As part of this Plan, the recommended on- and off-street facilities in past plans should be included in the study network for further analysis.
- This Plan should include detailed implementation strategies that have been reviewed and endorsed by relevant departments and agencies, elected officials, the Plan Steering Committee and the Plan Technical Advisory Committee.

(Ed note: the above recommendations will need to be changed to the past tense in the final Plan. They will have gone from “Recommendations” to “Completed Actions”).

**Acknowledgment:** This material is based upon work supported by the Department of Energy under Award Number(s) DE-EE0000726.

**Disclaimer:** This report was prepared as an account of work sponsored by an agency of the United States Government. Neither the United States Government nor any agency thereof, nor any of their employees, makes any warranty, express or implied, or assumes any legal liability or responsibility for the accuracy, completeness, or usefulness of any information, apparatus, product, or process disclosed, or represents that its use would not infringe privately owned rights. Reference herein to any specific commercial product, process, or service by trade name, trademark, manufacturer, or otherwise does not necessarily constitute or imply its endorsement, recommendation, or favoring by the United States Government or any agency thereof. The views and opinions of authors expressed herein do not necessarily state or reflect those of the United States Government or any agency thereof.

DRAFT